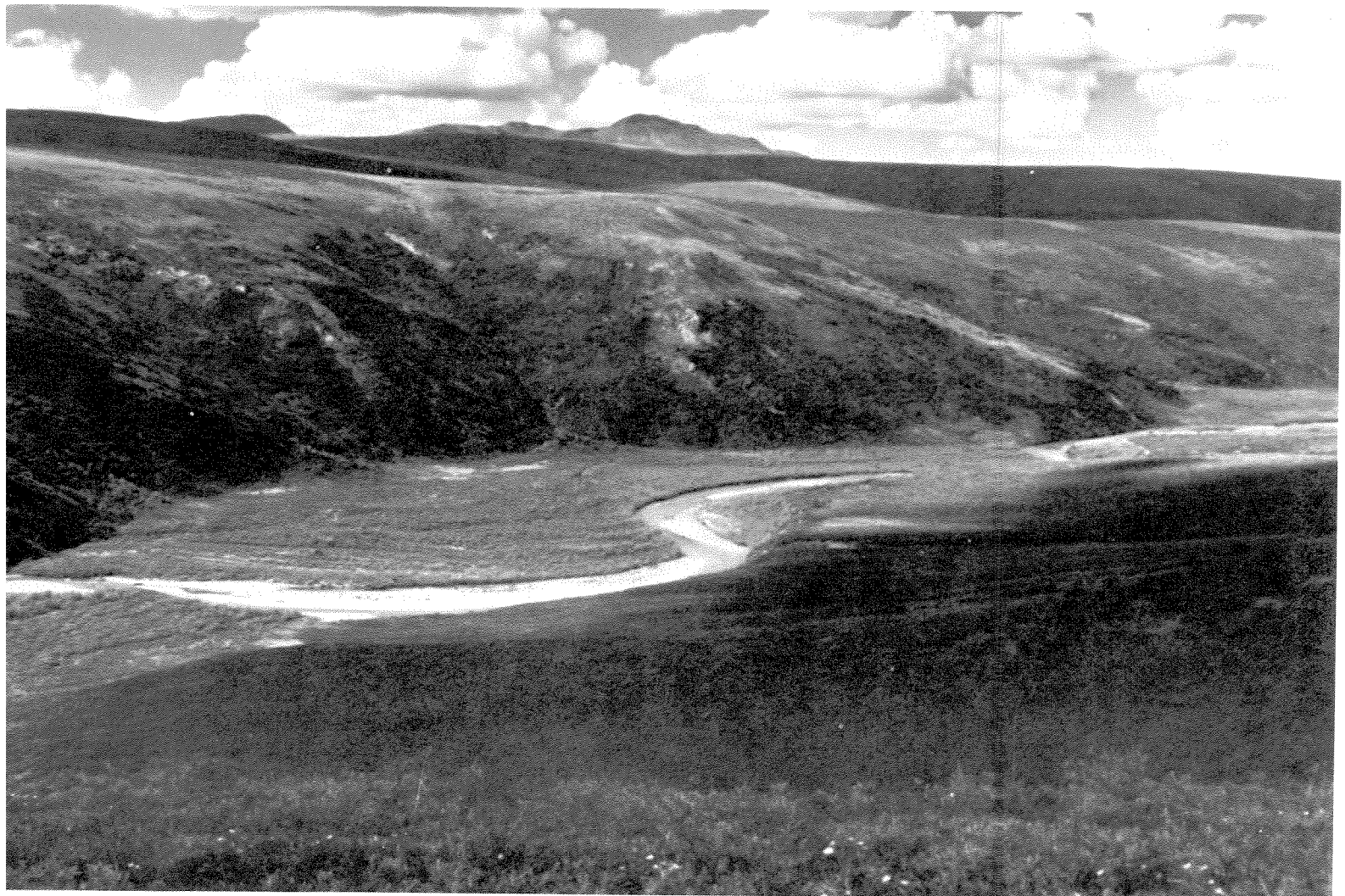


RIVER MANAGEMENT

Upper Salmon River.



The following plan is intended to guide management of Kobuk Valley National Park. The plan provides for the protection of the significant natural and cultural resources of the park, while allowing continued subsistence uses and other forms of human uses of the Kobuk Valley.

Kobuk Valley National Park was established by Congress primarily for the protection of the significant natural and cultural resources of the Kobuk Valley. Section 201(6) of ANILCA states that the park shall be managed for the following purposes, among others:

- to maintain the environmental integrity of the natural features of the Kobuk Valley, including the Kobuk, Salmon, and other rivers, the boreal forest, and the Great Kobuk Sand Dunes, in an undeveloped state

- to protect and interpret, in cooperation with native Alaskans, archeological sites associated with native cultures

- to protect migration routes for the arctic caribou herd

- to protect habitat for, and populations of, fish and wildlife, including but not limited to caribou, moose, black and grizzly bears, wolves, and waterfowl

- to protect the viability of subsistence resources

NATURAL RESOURCES MANAGEMENT

Natural systems in Kobuk Valley National Park appear to be in a natural and healthy condition. Humans have inhabited the Kobuk Valley for more than 12,500 years, sustaining themselves from its resources. This long history of use has lightly touched the landscape and biological resources. People of the Kobuk have established a role for themselves in the natural system of the valley.

The park's natural resource management program will consist primarily of studies. Studies and monitoring will be conducted so that thorough information about the condition of resources will be available to park managers. Management of natural resources will be achieved primarily by the management of human uses that affect resources. The only direct management of natural resources will be to restore natural conditions in cases where resources have been unnaturally altered by human intervention.

Resource management plans are prepared to describe the scientific research, surveys, and management activities that will be conducted in each national park system unit. Information obtained from research described in the resource management plan is used by park managers to better understand the unit's cultural and natural resources and is used in making resource-related decisions and funding requests. Resource management plans are evolving documents that respond to the changing requirements of managing a unit's resources. The plans are reviewed at least once each year and are updated as necessary. The most elementary resource management plan is essentially a list of proposed research projects that are required to better understand the resources of a national park system unit. More fully evolved resource

management plans may include detailed management strategies for addressing specific resource issues.

A resource management plan is being prepared for Kobuk Valley National Park. The National Park Service will consult with interested parties, including the state of Alaska, during the preparation and subsequent revisions of the plan. Draft plans will be transmitted to the state and will be available to the general public for a 60-day review and comment period. Adequate notification of the availability of the draft plan will be provided. If significant changes are made in the resource management plan during the annual review, the same public involvement practices as described above will be followed.

Fish and Wildlife

The National Park Service is mandated by ANILCA and other laws to protect the habitat for, and populations of, fish and wildlife within the park (ANILCA, section 201(6) and 16 USC 1). The National Park Service will strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystems. National Park Service management of fish and wildlife will generally consist of baseline research and management of the human uses and activities that affect such populations and their habitat, rather than the direct management of resources.

The Alaska Department of Fish and Game, under the constitution, laws, and regulations of the State of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the state; and, in accordance with the state constitution, the department manages fish and wildlife, using the recognized management principle of sustained yield. Within conservation system units, including Kobuk Valley National Park, state management of fish and wildlife resources is required to be consistent with the provisions of ANILCA; therefore, some aspects of state management may not apply within the park.

The National Park Service and the state of Alaska will cooperatively manage the fish and wildlife resources of the park. A memorandum of understanding between the National Park Service and the Alaska Department of Fish and Game (see appendix C) defines the cooperative management roles of each agency. The "Department of the Interior, Fish and Wildlife Policy: State - Federal Relationships" (43 CFR 24) further addresses intergovernmental cooperation in the protection, use, and management of fish and wildlife resources. The closely related responsibilities of protecting habitat and wildlife populations, and of providing for fish and wildlife utilization, require close cooperation of the Alaska Department of Fish Game, the National Park Service, and all resource users.

Sportfishing and subsistence fishing, hunting, and trapping are allowable uses in the park (ANILCA, section 1314 and applicable state law). ANILCA requires that such harvest activities remain consistent with maintenance of natural and healthy populations of fish and wildlife (ANILCA, section 815(1)). Trapping in NPS units can be conducted only using implements designed to entrap animals, as specified in 36 CFR 1.4 and 13.1(u).

Congress recognized that programs for the management of healthy populations may differ between the National Park Service and the U.S. Fish and Wildlife Service because of differences in each agency's management policies and legal authorities; therefore "...the policies and legal authorities of the managing agencies will determine the nature and degree of management programs affecting ecological relationships, population dynamics, and manipulation of the components of the ecosystem." (Senate Report 96-413, p. 233.)

The state of Alaska, through the boards of game and fisheries, establishes fishing, hunting, and trapping regulations for the park, consistent with the provisions of ANILCA. The Park Service will cooperate with the state wherever possible to establish regulations that are compatible with park management goals, objectives, and NPS policies.

Section 805(d) of ANILCA authorizes the state to manage the taking of fish and wildlife for subsistence purposes on federal lands if state laws that satisfy specific criteria in sections 803, 804, and 805 of ANILCA are enacted and implemented.

A subsistence resource commission has been established for the park in accordance with section 808 of ANILCA. The commission is charged with devising and recommending a subsistence hunting program for the park. Submission of a program is anticipated in 1986 (see the "Subsistence Management" section for a more complete discussion of the commission).

Regarding customary and traditional subsistence uses in parks, monuments, and preserves in Alaska, the legislative history of ANILCA states,

The National Park Service recognizes, and the Committee [on Energy and Natural Resources] agrees, that subsistence uses by local rural residents have been, and are now, a natural part of the ecosystem serving as a primary consumer in the natural food chain. The Committee expects the National Park Service to take appropriate steps when necessary to insure that consumptive uses of fish and wildlife populations within National Park Service units not be allowed to adversely disrupt the natural balance which has been maintained for thousands of years (Senate Report 96-413, p. 171).

The National Park Service "...may temporarily close any public lands..., or any portion thereof, to subsistence uses of a particular fish or wildlife population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population" (ANILCA, section 816(b)). Except in emergencies, all such closures must be preceded by consultation with appropriate state agencies. If it becomes necessary to restrict the taking of populations of fish and wildlife in the park, nonwasteful subsistence uses will be accorded priority over the taking of fish and wildlife for other purposes.

The state has developed resource management recommendations containing management guidelines and objectives that are generally developed for broad regions. Therefore, some of the guidelines and objectives may not be applicable to the park. The state has also developed fish and wildlife management plans. The master memorandum of understanding indicates that the

Park Service will develop its management plans in substantial agreement with state plans unless state plans are formally determined to be incompatible with the purposes for which the park was established.

Habitat and animal population manipulation will not be permitted within the park except under extraordinary circumstances and when consistent with NPS policy, as described in the master memorandum of understanding. Congressional intent regarding this topic is presented in the legislative history of ANILCA as follows:

It is the intent of the Committee that certain traditional National Park Service management values be maintained. It is contrary to the National Park Service concept to manipulate habitat or populations to achieve maximum utilization of natural resources. Rather, the National Park Service concept requires implementation of management policies which strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystem, and the Committee intends that that concept be maintained (Senate Report 96-413, p. 171).

Aquatic habitat in the park will be protected to maintain natural, self-sustaining aquatic populations. The introduction of eggs, fry, or brood stocks and the alteration of natural aquatic habitat will not be allowed. Artificial stocking of fish in park waters will be considered only if necessary to reestablish species extirpated by man's activities.

In recognition of mutual concerns relating to protection and management of fish and wildlife resources, the National Park Service and the Alaska Department of Fish and Game will continue to cooperate in the collection, interpretation, and dissemination of fish and wildlife data. The National Park Service will continue to permit and encourage the Alaska Department of Fish and Game to conduct research projects that are consistent with the purposes of the park.

The park's informational programs will inform visitors about the allowable uses of the park, including consumptive uses of fish and wildlife, to prevent or minimize user conflicts. Information will also be provided to visitors about ways to avoid or minimize adverse effects on fish and wildlife populations and their habitats.

Vegetation

The public may gather natural plant food items for personal use and may gather dead or downed wood for use in fires in the park (36 CFR 13.20). The gathering by local residents of plant materials, including fruits, berries, mushrooms, roots, and birchbark, and the cutting and the gathering of trees for subsistence purposes is authorized by law and existing regulations (36 CFR 13.49). However, a permit is required for subsistence users for the cutting of live standing trees with a diameter of greater than 3 inches at ground height, because the removal of these larger trees has the potential of affecting scenic qualities, soils, wildlife habitat, and other park resources and values. The National Park Service will devise means by which obtaining all necessary permits will be as easy as possible.

A study to determine the current status and regenerative capability of existing forest resources within the NPS units in northwest Alaska will be undertaken. The demand for firewood and logs for cabin construction and other uses requires careful management of sparse forest stands. The National Park Service will continue to cooperate with other landowners and land managers in the region in the preparation of a regional timber management plan.

The National Park Service will not use logs from the park as construction materials.

Fire Management

The National Park Service is a participant in the Kobuk Interagency Fire Management Plan, which encompasses 32 million acres of fire-dependent ecosystems extending from the trans-Alaska pipeline on the east to the northwest coast of Alaska on the west, and from the northern foothills of the Brooks Range on the north to the northern interior region on the south. This area includes the three NPS areas in northwest Alaska. The plan coordinates the fire-management objectives of all the participating regional landowners. It was completed and put into operation for the 1984 fire season.

In accordance with NPS policy, an objective for the park units in northwest Alaska is to allow natural forest and tundra fires to fulfill their ecological role. Under the Interagency Fire Management Plan, natural fires in the park will be allowed to burn unless they threaten inholdings, certain identified historic or prehistoric sites, or neighboring lands that are to be protected. Such neighboring lands include native regional and village corporation lands, which are currently managed for full or modified fire suppression. Some lands within and adjacent to the boundaries of Kobuk Valley National Park are in these zones for full or modified suppression. All other lands within the park will be subject to limited protection, that is, fires will be allowed to burn unless they threaten human life, structures, or private land.

The ability to accurately predict fire behavior in northwest Alaska is restricted by a lack of basic data regarding weather patterns, fuel types, and the effectiveness of natural barriers to fire management. The National Park Service is conducting comprehensive fire history and effects research for the region in cooperation with NANA, which will provide for thorough mapping of vegetation in northwest Alaska.

The National Park Service intends to prepare a park-specific fire management plan for the national park units in northwest Alaska, based on the detailed information obtained in the fire history and effects research. This park-specific fire plan may include prescribed burns (intentionally set, controlled fires) within the park to restore areas of the park to natural conditions and to reduce fuel loading on and near private lands so the lands can be protected from uncontrolled wildfires. Before any such burns are conducted, the National Park Service will consult with the Department of Environmental Conservation to determine when the best weather conditions exist to minimize the air quality aspects of a prescribed burn.

Air and Water Quality

Kobuk Valley National Park is currently classified as a class II airshed under the provisions of the Clean Air Act amendments (42 USC, 7401 et seq.). The park will be managed so as to achieve the highest attainable air quality levels and visibility standards consistent with the Clean Air Act designation and mandates specified by enabling legislation, e.g., ANILCA and the NPS organic act. An air quality monitoring program was established for the park units in northwest Alaska to provide baseline data on air quality, against which future air quality samples can be compared. This program was established cooperatively with the Alaska Department of Environmental Conservation and the U.S. Environmental Protection Agency.

Maintaining the quality of water within the park will be carried out under the regulatory authorities of the National Park Service, the Alaska Department of Environmental Conservation, and the Environmental Protection Agency. The Alaska Department of Environmental Conservation will be consulted prior to initiation of any NPS developments that may have adverse effects on water quality in the park. The Alaska Department of Environmental Conservation and the Environmental Protection Agency enforce both air and water quality regulations on NPS lands. Water quality sampling will be conducted in the park by the National Park Service, in coordination with the Alaska Department of Environmental Conservation and the Environmental Protection Agency.

Pollution Control and Abatement

The National Park Service recognizes the potential for fuel and oil spills along the Kobuk River. The sensitive nature of park resources (such as salmon spawning areas) and the difficulty of containing spills on water make oil and fuel spills of special concern. The National Park Service will work with other federal and state agencies to prepare for the possibility of future spills. The National Park Service will prepare for fuel spills by having personnel receive training in spill reporting and treatment and by acquiring at least minimal equipment for spill containment and treatment.

The National Park Service will meet all state standards for disposal of trash and waste in the park. All trash will be required to be disposed of outside the park; however, this requirement does not apply to private lands. The National Park Service will work with private landowners in seeking to avoid trash accumulation on private lands within the park.

National Natural Landmarks

The national natural landmarks program was established in 1962 to identify and encourage the preservation of features that best illustrate the natural heritage of the United States. While no landmarks have been designated in Kobuk Valley National Park, the three active sand dunes in the park have been proposed for designation. These are the Great Kobuk Sand Dunes, the Hunt River Dunes, and the Little Kobuk Sand Dunes (Center for Northern Studies 1982 and HCRS 1981).

Shorelands, Tidelands, and Submerged Lands

The Submerged Lands Act of 1953, the Alaska Statehood Act of 1958, and the state constitution provide for state ownership of the water (subject to the reservation doctrine discussed below in the water rights section), shorelands (the beds of navigable waters), tidelands (lands subject to tidal influence), and submerged lands (lands seaward from tidelands).

Determinations of what waters are navigable is an ongoing process in Alaska at both the administrative and judicial levels. The portion of the Kobuk River within Kobuk Valley National Park has been determined navigable by the Bureau of Land Management. Other water bodies may be determined navigable in the future. No tidelands or submerged lands exist within the park.

The National Park Service will work cooperatively with the state to ensure that existing and future activities occurring on these shorelands are compatible with the purposes for which the unit was created. Any actions, activities, or uses of nonfederal lands that will alter the beds of these rivers or result in adverse effects on water quality or on the natural abundance and diversity of fish and wildlife species will be opposed by the National Park Service. The National Park Service will manage the park uplands adjacent to shorelands to protect their natural character.

Additionally, the National Park Service recommends that the state close these areas to new mineral entry or to extraction of oil and gas and sand and gravel resources and will apply to the state for these closures. The National Park Service will also pursue cooperative agreements with the state for the management of lands under navigable water bodies (shorelands).

Management of Water Columns

Sections 101 and 201 of ANILCA and the 16 USC 1a-2 h and 1(c) direct the National Park Service to manage all waters within the boundaries of Kobuk Valley National Park. The state of Alaska has authority to manage water based on the laws cited in the previous section. These laws provide for water management by both the state and the National Park Service.

The National Park Service will oppose any uses of waterways that will adversely affect water quality or the natural abundance and diversity of fish and wildlife species in the unit. The National Park Service will work with the state on a case-by-case basis to resolve issues concerning use of various waterways where management conflicts arise. Cooperative agreements for uses on the water will be pursued if a case-by-case resolution of management issues proves unacceptable to the National Park Service and the state.

Water Rights

In Alaska, two basic types of water rights doctrines are recognized: federally reserved water rights and appropriative water rights. The reservation doctrine established federal water rights on lands reserved, withdrawn, or set aside from the public domain for the purposes identified in the documents establishing the unit. State appropriative rights exist for

beneficial uses recognized by the state, including instream flows, and are applied to lands where federal reserved water rights are not applicable. No appropriative rights (federal or state) have been applied for in the park.

For waters available under the reservation doctrine, unless the United States is a proper party to a stream adjudication, the National Park Service will quantify and inform the state of Alaska of its existing water uses and those future water needs necessary to carry out the purposes of the reservation. When the reserve doctrine or other federal law is not applicable, water rights will be applied for in accordance with Alaska laws and regulations. In all matters related to water use and water rights, the National Park Service will work cooperatively with the state of Alaska.

Minerals Management

The park was closed to new mineral entry and location by section 206 of ANILCA. No valid existing claims occur within the park.

The U.S. Geological Survey is conducting an "Alaska Mineral Resources Assessment Program." The National Park Service will work cooperatively with this agency and other public and private entities to carry out, as appropriate, the legislated responsibility to assess oil, gas, and other mineral potential on lands within the park (section 1010, ANILCA).

Natural Resource Studies

The draft resources management plan describes in detail the scope of scientific research and management that will be employed so that a better understanding of resources of the park will be achieved and utilized in future resource-related decision-making. The National Park Service will work with other agencies and organizations having similar research goals and will continue to encourage independent research by other agencies, universities, and organizations to accomplish its research program.

A list of projects for the natural resource component of the resources management plan follows. This listing of research projects is current at the time of printing of this document; however, proposals and priorities for research projects are reviewed annually and are updated as necessary. In most cases these research projects will be conducted not only in Kobuk Valley National Park, but also in Cape Krusenstern National Monument and Noatak National Preserve.

- Population data for major wildlife and furbearing species

- Role of natural fire in northwest Alaska ecosystems

- Baseline study of the genetic characteristics and monitoring of Noatak chum salmon

- Computation and analysis of harvest information on all harvested species

Baseline study of ecosystem dynamics

Study and monitoring of ungulate habitat

Study of the impacts of existing and proposed methods of transportation on northwest Alaska ecosystems

Analysis and monitoring of conflict between subsistence and recreational users

Musk ox cooperative research and reintroduction study

Endangered species inventory and monitoring cooperative study

Baseline research on waterfowl and shorebirds

Cooperative baseline research on fisheries populations and fishing pressures

Baseline research into the potential for mineral extraction

Impact study on popular visitor use areas

Air quality monitoring

Water quality monitoring

Cooperative forest inventory

CULTURAL RESOURCE MANAGEMENT

General Policy

Prehistoric resources in the park are extensive and of national and international significance, while few historic resources are known within the park. Further studies will be conducted to provide a comprehensive inventory of the prehistoric and historic resources within the park. These cultural resources will be monitored to detect changes in their condition because of natural or human-induced factors.

The prehistoric and historic resources of the park will be actively managed only where and when it is necessary to protect these resources, or where it is desirable to have on-site interpretation of the resources. It is anticipated that active management of cultural resources will be very limited during the 10-year life of this plan. Active management, if it becomes necessary, might consist of stabilization, restoration, adaptive use, excavation, collection and care of artifacts, or other related actions.

Management of cultural resources will be coordinated with native Alaskans and will be guided by applicable laws, executive orders, regulations, and NPS guidelines and policy.

All developments on federal lands with potential for ground disturbance will be preceded by archeological clearances, and all actions with the potential of affecting traditional native American sites will be preceded by consultations with local native Americans. Management actions and development projects will be designed to avoid or to have minimal adverse effects on cultural resources.

Cooperation with Native Alaskans

As specified in section 201(6) of ANILCA, the archeological sites associated with native cultures will be protected and interpreted in cooperation with native Alaskans. This cooperative management will be accomplished through consultation with the designated elders within the region and the Maniilaq Association, and with other interested local native organizations and individuals. Consultation will occur prior to the initiation of any actions that might affect sites associated with native cultures within the park.

Cultural Assistance

As specified in section 1318 of ANILCA, the secretary of the interior will provide assistance upon request to native corporations or groups for the planning and management of cultural resources on their lands. The National Park Service will offer to provide technical assistance in the care and treatment of cultural resources on nonfederal lands and will encourage the owners of significant prehistoric or historic properties within the park to nominate these properties to the National Register of Historic Places.

Sacred and Traditional Site

Areas of sacred and traditional importance to local Native Americans will be further identified by anthropologists. The studies previously conducted under the 14(h)(1) program of ANILCA and other programs will be used in this project. This project will be accomplished, in part, through interviews with older Inupiat residents of the region. A confidential inventory of these sites will be established, and all new information about sacred and traditional sites will be added to the inventory. Measures will be taken to ensure that protection and preservation of these sites is mutually agreeable to the National Park Service and to native Americans with ties to these sites.

Cemetery and Historic Sites

The NANA Regional Corporation, pursuant to section 14(h)(1) of ANCSA, has made numerous selections within the park. Section 14(h)(1) of ANCSA authorizes the transfer of valid selections of historic and cemetery sites to native corporations. Transfer is dependent on initial selection by the native corporation (NANA), adjudication by the Bureau of Land Management, and verification of historicity by the Bureau of Indian Affairs. There are currently 10,513 acres of 14(h)(1) selections in the park. Such lands, if transferred, must be managed for the purposes for which the transfer was made (preservation of the cultural resource). Prior to any such conveyance, the National Park Service will protect and manage all 14(h)(1) sites. Those sites not conveyed into private ownership will be treated as if they were

eligible for inclusion on the National Register, until they are nominated to the register or determined to lack cultural significance.

Protection of Cultural Resources

The National Park Service will enforce the laws that were designed to protect cultural resources, such as the Antiquities Act of 1906, the Archeological Resources Protection Act of 1979, and the National Historic Preservation Act of 1966, as amended. These acts make it illegal for individuals to disturb or remove cultural resources from federal lands.

The National Park Service will conduct educational programs throughout northwest Alaska on the cultural values of prehistoric and historic resources and on the laws which give protection to these resources on federal lands.

All proposals and activities affecting or relating to cultural resources will be developed and executed with the active participation of historians, archeologists, anthropologists, and historical architects, as appropriate, in accordance with NPS policies and management guidelines.

Cultural Sites Inventory

The extensive known prehistoric sites in the park will be entered on the cultural sites inventory, and additional sites discovered through further study will be added to the inventory.

List of Classified Structures

Historic resources of Euro-American origin are believed to be minimal within the park. However, if studies reveal the existence of historic structures in the park, a list of Classified Structures (LCS) will be prepared, and these structures will be put on the LCS. Those historic properties on federal lands found to meet National Register criteria will be nominated to the National Register.

Cultural Resources Base Map

A cultural resources base map will be prepared which will illustrate all the known cultural resource sites within the park. The base map will be updated with new information that is revealed by studies of cultural resources in the park.

Publications

The National Park Service will actively encourage past, present, and future researchers to publish the results of their studies and thereby make available the most complete and current information on cultural resources. This information can then be used for the protection and interpretation of resources in the park.

Collections Management

A scope of collections statement has been prepared for the park. This document is intended to guide the park staff in the acquisition and management of museum objects. All park museum collections, including archival materials, will be managed in accordance with this statement and relevant NPS guidelines and policies.

The National Park Service will cooperate with other organizations and agencies in retaining artifacts and providing curatorial facilities and services in northwest Alaska (see the "Public Facilities" section).

Onion Portage Archeological Sites

Onion Portage is internationally recognized as one of the most important archeological sites in arctic North America. The main site and associated sites are contained in the Onion Portage National Register Archeological District, which lies within the eastern boundary of the park. Nearly the entire district is owned by the NANA Regional Corporation, with some smaller tracts within the district being owned or selected by individuals.

The NANA Regional Corporation and the National Park Service both have strong interests in protecting the archeological sites in the Onion Portage area. The following proposal by the National Park Service assumes that agreements can be reached with the NANA Regional Corporation and other landowners in the Onion Portage area, which will allow the National Park Service to be involved in the management of the cultural resources in the area (see the land protection plan for additional information on land status).

The National Park Service will provide services as necessary to protect the archeological sites in the Onion Portage area from natural and human disturbances. Services might include the stabilization of the sites as necessary to prevent their deterioration, as well as having personnel in the area to prevent human disturbances to the sites. The sod house constructed in the 1960s in the vicinity of the main archeological site will also be protected and stabilized, as necessary.

In recognition of the significance of the Onion Portage archeological sites and public interest in them, the National Park Service will publish interpretive materials about the prehistory, history, and current uses of the Onion Portage area. These materials will be designed to inform the visiting public and general public about the human use of the area over the past 12,500 years. In addition, NPS personnel assigned seasonally to the Onion Portage area will provide on-site interpretive services upon request to visiting groups or individuals and will be available to lead individuals and small groups through the sites. This service will be performed on a time-available basis by park personnel. No interpretive signs or other developments will be placed in the vicinity of the archeological sites.

Interpretive exhibits about the resources and human uses of Onion Portage will be presented at a National Park Service visitor contact station in Kotzebue.

The National Park Service will seek the involvement of local natives in the management and interpretation of Onion Portage.

Cultural Resource Studies

The following cultural resource studies, as outlined in the draft resource management plan, are proposed to be conducted within the park:

Subsistence data baseline continuation study

Onion Portage archeological report completion

Onion Portage archeological stabilization

Kobuk Valley cultural resources inventory

Archeological collection inventory

PUBLIC USE AND ACCESS

Access and Circulation

Access to and through the park will continue to depend on traditional means, including boats, aircraft, snowmachines, and various forms of nonmotorized transportation, in accordance with existing laws and National Park Service regulations.

Planning for the various topics described in this access section will be an ongoing process. The National Park Service will continue to document past and current uses of the park and study access issues as described below. This process will of necessity be accomplished in phases over a period of several years. In carrying out this process of inventorying and collecting information, the National Park Service will consult with interested agencies, organizations, and individuals. When sufficient information has been gathered on a particular topic, the National Park Service, in consultation with others, may propose further action. Actions may include developing further management policy; proposing closures, restrictions, or openings; proposing access improvements; or proposing revisions to existing policies or regulations. Pursuant to section 1110(a) of ANILCA; 36 CFR 1.5, 13.30, and 13.46; 43 CFR 36.11(f) and (h); and the National Environmental Policy Act (NEPA) where applicable, adequate public notice and opportunity to comment will be provided.

Existing Regulations. National Park Service regulations (43 CFR 36.11) specify the following conditions for general public use of the park (excluding subsistence uses): the entire park is open to the landing of fixed-wing aircraft, and all waters in the park are open to the use of motorized boats; snowmachines can be used throughout the park (during periods of adequate snowcover or frozen river conditions) for traditional activities and for access to villages and homesites; the use of off-road vehicles, other than snowmachines, is generally prohibited; and the park is open to the use of nonmotorized surface transportation, such as dogs, horses, and other pack animals (see proposed closure on pack animals below). These regulations also

provide for access to inholdings (36.10) and for temporary access (36.12) across the park units. The superintendent may restrict access within the park in accordance with section 36.11(h) of these regulations and section 13.30 of the 36 CFR, part 13 regulations.

The use of aircraft for subsistence taking of fish and wildlife is generally prohibited (exceptions can be allowed by the superintendent), while the use of snowmachines, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses is allowed, subject to certain restrictions (36 CFR 13.45 and 13.46 and 43 CFR 36.11 (b) and (f)).

Appendix I is a summary of the laws and regulations that pertain to access within and through national park system units in Alaska.

Regulatory Closure. One change is proposed in existing regulations. Animals that can be used for transportation in the park will be limited to dogs. Sled dogs have been used for transportation for many years in the park, whereas pack and saddle stock, such as horses, mules and llamas, have not been used. Detrimental impacts associated with regular use of pack and saddle stock in other park areas have included soil compaction, denudation of vegetative cover, erosion, destruction of archeological resources, excrement deposition and the introduction of exotic plants and/or diseases. Because the park was established, in part, to maintain its environmental integrity, it is inappropriate to subject the park to such possible impacts. Therefore, the National Park Service proposes to permanently close the park to all other pack or saddle animals, other than dogs.

This closure is proposed, but not implemented, in this general management plan. Any proposed closure can be implemented only after following the closure procedures contained in applicable federal regulations (36 CFR 1.5, 13.30, and 43 CFR 36.11(h)). Complete analyses of proposals will be developed before initiating closure proceedings. Closure proposals may require revision before initiation of closure proceedings if more detailed information indicates that different measures (for example, less than unit-wide closures) are required to remedy resource problems.

One situation that may require a restriction or closure of access and use within the life of this plan is recreational use occurring where subsistence hunting or fishing are being conducted. A closure or restriction on recreational access and use may become necessary in these areas for reasons of public safety and noninterference with subsistence activities. Of particular concern is the late summer and fall subsistence hunting of caribou in the Onion Portage area.

No other restrictions or closures on access are determined to be necessary at this time, nor are any others foreseen to be necessary in the near future.

Access Improvement. The National Park Service proposes that no roads or airstrips will be constructed in the park. Additionally, no trail construction is proposed because: public use of the park is currently at a relatively low level; most use during the snow-free months is by boat on and along the Kobuk River; and the terrain within many areas of the park provides

a good walking surface. For these reasons hiking trails within the park are not believed to be necessary during the 10-year life of this plan. However, if future concentrated public use of specific areas within the park begins to cause unacceptable degradation of resources, trail construction will be considered as a solution to remedy this resource problem. Other solutions may include designation of a single route or restrictions on public use of these areas. As an example, most out-of-region visitors to the park hike from the Kobuk River to the Great Kobuk Sand Dunes. The eastern route to the dunes crosses some fragile, easily impacted lichen-covered areas that may show the effects of a single hiker for many years. These lichen-covered areas will be periodically monitored for resource damage.

There are currently no designated or regularly used aircraft landing strips in the park. Fixed-wing aircraft land on the Kobuk River or on gravel bars and tundra ridges. A sufficient number of these natural aircraft landing sites in the park accommodate public access. These natural landing sites do not require any forms of maintenance or improvement.

The superintendent will inventory aircraft landing strips within the unit and designate, after public notice and opportunity to comment, those strips where maintenance is necessary and appropriate for continued safe public use of the area. These designations are for maintenance purposes only and will be made pursuant to 36 CFR 1.7(b). Designated landing strips may be maintained as needed with nonmotorized hand tools by people using the areas. Maintenance or improvements to designated landing strips involving equipment other than nonmotorized hand tools must be accomplished under a permit from the superintendent. Outside of designated areas, no alteration of vegetation of terrain is authorized for aircraft landings and take-offs except in emergency situations. For a discussion of aircraft access to the Salmon River, see the "River Management" section of this chapter.

The superintendent may permit the use of mechanized equipment for maintenance of designated aircraft landing strips. In determining whether to authorize such maintenance, the superintendent will consider: whether the proposed maintenance constitutes expansion of the landing strip; any adverse impacts on natural or other values of the park area that would result from the proposed maintenance activity, including the transportation of equipment across park lands; whether the maintenance is needed for public safety in support of an authorized activity; and whether adequate and feasible access otherwise exists.

The construction of new landing strips on federal land may be allowed under one of the following circumstances:

- When the need has been identified, assessed, and approved in an amendment to the general management plan or a new general management plan

- When approved under title XI of ANILCA, which provides a process for approval or disapproval of applications for the development of transportation and utility systems across conservation system units

- For access to inholdings pursuant to 43 CFR 36.10

The National Park Service will continue to permit the marking and public use of the winter trail on and along the Kobuk River through the park. This trail is presently used for intervillage travel, travel for subsistence activities, and access to nonfederal lands in the park. The trail within the park is one segment of the Kotzebue-to-Shungnak winter trail.

Any requests for transportation or utility systems across park lands will be reviewed and processed through the title XI provisions of ANILCA and regulations contained in 43 CFR, part 36. No such requests have been submitted to date.

The National Park Service will not provide public transportation services to or within the park. Park users will continue to rely on the private sector to provide necessary transportation services.

Aircraft Advisory. The National Park Service will actively advise that all aircraft maintain a minimum altitude above the ground of 2,000 feet, whenever possible, to avoid disruption of wildlife movement and subsistence and recreational activities. The suggested altitude minimums over any national park unit have been printed on the sectional aeronautical charts (scale 1:500,000) since the mid 1970s. These flight advisories will be a stipulation in all special use permits and commercial use licenses that involve the use of aircraft. It is recognized that these minimum altitudes are advisory only (except for permits and licenses mentioned above) because the Federal Aviation Administration regulates air space, and lower altitudes may be required due to weather conditions and emergencies.

Off-Road Vehicles. The recreational use of ORVs off established roads, parking areas, or designated routes is prohibited. The random use of ORVs causes resource damage that is contrary to existing laws, executive orders, regulations, and policy. Section 1110(a) of ANILCA provides for the use of snowmachines, but not for ORVs other than snowmachines. Consequently, the recreational use of other ORV use is subject to the provisions of Executive Order 11644 ("Use of Off-Road Vehicles on the Public Lands"). The executive order requires the designation of specific areas for ORV use in national park system areas and a determination that ORV use in these areas will not adversely affect the natural, aesthetic, or scenic values. The executive order specifically prohibits the ORV routes in designated wilderness areas.

The research in Wrangell-St. Elias National Park/Preserve was designed to measure the effects of various types of ATVs in tussock-shrub terrain and to document the amount of damage that occurs to the vegetation and terrain as the number of vehicle passes increases. The findings of this study are that the use of ATVs off established roads does result in substantial resource damage even at the lowest traffic levels (10 passes), and that resource damage increases with additional use.

Access to Inholdings. An exception to the general prohibition on the use of ORVs off established roads is access to inholdings allowed under section 1110 of ANILCA. Access is guaranteed to nonfederal land, subsurface rights, and valid mining claims, but any such access is subject to reasonable regulations to protect the values of the public lands that are crossed (ANILCA, sections 1110 and 1111). Existing regulations (43 CFR 36.10) govern access to

inholdings. The use of ORVs for access to inholdings may be allowed under 43 CFR 36.10 by the superintendent on a case-by-case basis on designated routes. In determining what routes and restrictions should apply to the use of ORVs for access to inholdings, the superintendent will consider the potential for resource damage and user conflicts, and the availability of alternate routes and methods of transportation. The use of ORVs for access to inholdings will only be allowed upon a finding that other customary and traditional methods of access will not provide adequate and feasible access. All ORV use will be subject to applicable state and federal laws and to permits and restrictions necessary to prevent resource damage. These restrictions may limit the size and type of vehicle, vehicle weight, season of use, number of trips and other conditions necessary to protect park resources and values.

The use of ORVs on rights-of-way and easements established under various authorities, including RS 2477 and section 17(b) of ANCSA, will be determined as their validity is determined (RS 2477 rights-of-way) or as they come under management authority of the National Park Service (17(b) easements). Whether ORV use will be allowed on a particular right-of-way or easement will depend on the specific terms and conditions of the right-of-way or easement, the history of use, and other environmental factors.

The use of ORVs for subsistence is not allowed because the use has not been shown to be a traditional means of access. Any new information related to the traditional use of ORVs for subsistence gathered by the National Park Service or provided by others will be reviewed for consistency with ANILCA.

Easements. Campsite and linear access easements may be reserved on native corporation lands that are within or that adjoin the park, as authorized by section 17(b) of ANCSA. The National Park Service will be responsible for management of these public access easements inside the park unit and for those assigned to the Park Service outside the unit. Pursuant to part 601, chapter 4.2 of the Department of the Interior "Departmental Manual" (601 DM 4.2), where these easements access or are part of the access to a conservation system unit, the easements shall become part of that unit and be administered accordingly. The purpose of these easements is to provide access from public lands across these private lands to other public lands. The routes and locations of these easements are identified on maps contained in the conveyance documents. The conveyance documents also specify the terms and conditions of use, including periods and methods of public access. A list of 17(b) easements and authorized uses is included in the "Access" section of chapter II. These easements appear on the Land Status map in chapter IV of this document. Further record keeping by the National Park Service may result in revision to the locations and authorized uses of 17(b) easements presented in this general management plan.

The National Park Service will work cooperatively with the affected native corporation and other interested parties, including the state of Alaska, to develop a management strategy for the easements. Management of these easements will be in accord with the specific terms and conditions of the individual easements and applicable park regulations (pursuant to 43 CFR 2650.4-7(d)(4) and 36 CFR 1.2). As the easements are reserved and the National Park Service assumes management responsibilities for them, the locations, mileages, and acreages will be compiled and management strategies

will be formulated. This information will be maintained at park headquarters.

As authorized in 601 DM 4.3G, an easement may be relocated to rectify a usability problem or to accommodate the underlying landowner's development of the lands if both the National Park Service and the landowner agree to the relocation. Easements may also be exchanged if an acceptable alternate easement or benefit is offered by the underlying landowner and the exchange would be in the public interest. An easement may be relinquished to the underlying landowner if an alternate easement has been offered by the landowner or termination of the easement is required by law. The National Park Service may also propose to place additional restrictions (to those authorized in the conveyance document) on the use of an easement if existing uses are in conflict with the purposes of the unit. In all cases where a change is proposed in authorized uses or location from the original conveyance, the National Park Service will give adequate public notice and opportunity to participate and comment to the affected native corporation and other interested parties, including the state of Alaska. Any NPS proposals for changing the terms and conditions of 17(b) easements will include justification for the proposed change, an evaluation of alternatives considered, if any, and an evaluation of potential impacts of the proposed action.

The National Park Service will request the reservation of public (nonexclusive) use easements from the Bureau of Land Management on lands being conveyed under the Native Allotment Act of 1906, where important public use trails cross the lands being conveyed. The public use easements will ensure continued public access to public lands and resources.

RS 2477. Revised Statute 2477 (formally codified at 43 U.S.C. 932; enacted in 1866) provides that: "The right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." The act was repealed by PL 94-579 as of October 21, 1976, subject to valid existing claims.

The Kobuk Valley National Park is subject to valid existing rights, including rights-of-way established under RS 2477. The validity of these rights-of-way will be determined on a case-by-case basis. The following list identifies rights-of-way that the state contends may be valid under RS 2477:

Trail 165: Kotzebue to Shungnak--200 Mile-Trail

Identification: USGS quads Ambler River, Baird Mountains, Kotzebue, Selawik, and Shungnak

Winter trail from Kotzebue across to the mainland and up the Kobuk River to Shungnak, ending in trail system 95A

A map illustrating the above list is found in appendix K. This list and map are not necessarily all-inclusive. Private parties or the state of Alaska may identify and seek recognition of additional RS 2477 rights-of-way within the park. Supporting material regarding those rights-of-way identified by

the state may be obtained through the Alaska Department of Transportation and Public Facilities or the Alaska Department of Natural Resources.

Identification of potential rights-of-way on the list and map does not establish the validity of these RS 2477 rights-of-way and does not provide the public the right to travel over them. The use of off-road vehicles in locations other than established roads or designated routes in units of the national park system is prohibited (EO 11644 and 11989 and 43 CFR 36.11). Identification of possible rights-of-way does not constitute the designation of routes for off-road vehicle use.

The various types of access routes discussed above may overlap. For example, a valid RS 2477 right-of-way may overlap an easement conveyed under section 17(b) of ANCSA. Management strategies, where this occurs, will reflect valid existing rights and other considerations unique to the situation. The National Park Service will work cooperatively with interested parties to ensure that management is compatible with the purposes of the park. Overlap situations will be dealt with on a case-by-case basis in conformance with the general management policies outlined below.

Information and Interpretation

Information and interpretation will be provided to park users for the purposes of increasing visitor safety, understanding and enjoyment of the park, and avoiding or minimizing conflicts between user groups and damage to park resources.

Interpretation and education activities are important to the protection and use of the natural and cultural values of the park. Professionals and volunteers will carry out these important functions of interpretation and education by using a variety of media to reach park visitors and the general public.

The National Park Service will publish a park brochure on Kobuk Valley National Park, which will present general information about resources, current subsistence uses, and recreational opportunities in the park. This brochure will be available at the Kotzebue visitor contact station and at other National Park Service stations within the park and region, and will be distributed through the mail. Additional written materials will describe in greater detail the methods of avoiding conflicts between user groups, location of private lands (to avoid inadvertent trespass), hazards to public safety, and other specific topics.

The National Park Service will provide written information and maps to the public for the purpose of avoiding or minimizing conflicts between recreational users and subsistence users and private landowners within the park. It is believed that many problems between park user groups can be avoided if information is made available explaining the concerns and sensitivities of the various groups, because many problems are caused by lack of knowledge. Written information will explain that hunting, fishing, trapping, and gathering by local rural residents are traditional uses of the park area and are authorized by law. Guidelines will be prepared for recreationists to use when encountering local people engaged in subsistence

activities, such as not entering subsistence camps unless invited to do so. Maps of private property within the park will be made available to the public so that inadvertent trespass can be avoided. Opportunities to review these informational items will be provided to local organizations and individuals, so that information on local activities and concerns can be as accurate and useful as possible.

The primary source of information and interpretation about the three park units in northwest Alaska will be a National Park Service visitor contact station in Kotzebue (see the "Public Facilities" section of this chapter).

Personnel assigned to a seasonal ranger station on the eastern edge of the park in the vicinity of Onion Portage will provide informational and interpretive services for the entire park, with particular emphasis on the eastern half of the park. Because most nonlocal park visitors enter the park from the east, the Onion Portage station will be an important public contact point. Seasonal personnel will provide information and simple interpretive programs to park users upon request, as the performance of other duties allow. The personnel assigned to this ranger station will be able to explain the significance of the Onion Portage archeological sites and the archeological investigations that have occurred there, and will be able to lead individuals and small groups through the sites, discussing the cultural and natural resources of area. Seasonal personnel will be able to inform nonlocal park visitors about current subsistence activities, including the fall caribou harvest that occurs within the park. Seasonal personnel assigned to the Onion Portage area will also provide information about recreational opportunities in the park, private lands in the park, and other topics of interest to park users.

Personnel assigned to a seasonal ranger station on the western edge of the park, in the vicinity of the Kallarichuk River, will also provide information to the public about the resources and uses of the park. Because most local park users enter the park from the west on the Kobuk River, the information and interpretive services on this end of the park will be designed primarily to meet the needs of this user group.

Interpretive themes for the park will relate to the park's principal resources. These themes will be presented in written materials, exhibits, slides shows, and interpretive talks. Themes will be developed in consultation with professionals in the fields of history, prehistory, geology, and biology, who are familiar with northwest Alaska. Suggested interpretive themes include:

The "Cultural Landscape" of the Kobuk Valley. Seven distinct cultural groups have lived in the Kobuk Valley for at least 12,500 years. The story will be told of how people have lived, hunted, and fished, and traveled throughout the vast and apparently undisturbed valley, and how people continue to subsist from the resources of the Kobuk Valley. The relationships of the wildlife and plant resources to the past and present human occupants of the valley will be presented.

The adaptation of coastal Eskimo peoples to form the "Arctic Woodland Culture" of the Kobuk River. This theme will explain the Eskimo adaptations to living in the forested middle and upper portions of the Kobuk River. The close ties of this inland culture to the peoples who inhabited the barren coastal regions around Kotzebue Sound (including Cape Krusenstern) will be presented.

The "Origins and Dynamics of the Sand Dunes of the Kobuk Valley". This theme will explore the glacial origin of the dunes and the past and continuing evolution of the dunes within the valley.

The "Flora of the Kobuk Valley". The northern limit of the boreal forest and the transition to open tundra, the adaptations of flora to the sand dune environments, and the changing vegetational regimes over time in the Kobuk Valley may be developed as components of this theme.

The seasonal "Caribou Migrations" through the Kobuk Valley. The massive migrations that occur in the spring and fall across the Kobuk Valley will be illustrated. Herd population dynamics, factors that influence the timing of migrations, man's dependence on the migrations, and other related topics will be presented via the migration theme.

The National Park Service will conduct informational programs in the schools of the region upon request. These programs could provide information about the resources and administration of the parks in northwest Alaska and throughout Alaska and the United States, about career opportunities in the National Park Service and other topics of interest.

Voluntary Registration System

A voluntary registration system will be set up. Under this system all public users of the park will be able to register at the NPS office in Kotzebue or at the seasonal ranger stations in the park during the summer and fall. This registration system will serve to further public safety in the park by enabling the National Park Service to be aware of overdue parties and to provide the National Park Service with more information about public use of the park.

Public Facilities

The primary source of information and interpretation about the three park units in northwest Alaska will be a multiagency visitor contact station in Kotzebue. The visitor contact station will be designed and operated to serve the public interested in the park units in northwest Alaska and will be used to convey information about the resources and uses of these park units.

The public use section of the visitor contact station will accommodate up to 50 people. It will have an information desk, space for small exhibits about each of the three park units in northwest Alaska, space for at least three or four exhibits, a small audiovisual room for slide shows and movies (with capacity for 30 people), and space for the sale of books and other printed material and local crafts of the region. The visitor contact station will have approximately 1,500 square feet of floor space.

The visitor contact station will also contain space for a work area and storage of interpretive exhibits, slide and movie files, books, and other items essential to its operation. It could be located in a larger structure that contains other NPS or other agency functions.

This facility will be staffed during the summer with seasonal employees. Requests for information during the winter will be handled by administrative personnel.

At present there is no facility in northwest Alaska where federal, state, or local agencies can adequately store and exhibit cultural artifacts and natural specimens. The National Park Service will work with other interested parties to cooperatively fund and operate a museum in Kotzebue which could house and exhibit artifacts and specimens from the park units and other lands in northwest Alaska. Other organizations that may be interested in participating in the construction and operation of a museum include the Alaska State Museum, the University of Alaska Museum, the U.S. Fish and Wildlife Service, the NANA Regional Corporation, the Kotzebue Village Corporation, the Alaska Department of Fish and Game, and the city of Kotzebue. A single organization will likely be designated the lead in the planning and operation of the museum.

The primary objective of the museum will be to illustrate the cultural and natural history of northwest Alaska, including the resources of the NPS units in the region, for the benefit of residents and visitors to Kotzebue and the region. Traveling exhibits will be a possible feature of this museum, with exhibits going to the region's villages and other locations inside and outside Alaska.

Consideration will be given to combining the multiagency visitor contact station and museum in a single building. This could serve to consolidate some facilities, resulting in lower construction, maintenance, and operational costs. Museum collections and exhibits will be maintained to meet NPS museum standards.

The only public use facility currently within the park is an emergency shelter that was built by the NANA Search-and-Rescue Group. It is maintained cooperatively with the National Park Service. The shelter is near the mouth of the Salmon River.

The National Park Service does not intend to build additional public use facilities on federal lands within the park during the life of this plan. The current and projected low level of visitation to the park and the availability of good camping sites indicate that no public lodging or camping facilities will be required during the life of this plan.

The Great Kobuk Sand Dunes are visited by most out-of-region people who come to the park. It is estimated that only 25-75 such visitors have come to the park each year for the past few years. Given this low level of use of the Great Kobuk Sand Dunes, there is no need for site-specific planning or provision of public use facilities in this area. The need for further planning and facilities in the Great Kobuk Sand Dune area will be reevaluated as visitation to the park increases.

Development of facilities may become desirable on federal lands if visitation to the park increases faster than currently projected and damage to resources or unsanitary conditions begin to occur at popular use sites. For example, construction of a small campground and attendant sanitation facilities may be desirable to avoid multiple fire rings, extensive trampling of vegetation, or contamination of surface waters at a popular camping area. No such developments are proposed at this time, as the current level of visitation does not produce these adverse effects.

If demand grows for lodging or other kinds of facilities within the park, the National Park Service will seek to have such facilities developed on the extensive private lands within the park, rather than on federal lands. The National Park Service will attempt to have such facilities on native lands, to the extent practical and desirable (ANILCA, section 1306). Some demand for lodging may be met by the use of existing private facilities (cabins) on private lands within the park, if agreements with the owners can be secured.

The National Park Service has proposed revisions to the existing regulations contained in 36 CFR 13.17 that deal with cabins and other structures authorized under sections 1303, 1315, and 1316 of ANILCA. The revised regulations would further establish policy, criteria, and procedures for issuing cabin permits as authorized by ANILCA. The proposed regulations have undergone a separate public review process. They were made available for public review on April 3, 1984, with the comment period being extended through January 10, 1985. Three public hearings were held during that time. The National Park Service and the Department of the Interior are in the process of finalizing the regulations at the time of publication of this plan.

The superintendent will maintain an ongoing inventory of the location and description of all cabins located in Kobuk Valley National Park. As part of the inventory, the cabins will be evaluated for potential historic significance pursuant to the National Historic Preservation Act, as amended in 1980. The National Park Service will actively seek to determine any valid claims within applicable regulations for cabins on federal lands. Unclaimed cabins will be evaluated according to the pattern of public use associated with them since the unit was established. Cabins that support intermittent compatible activities or authorized local activities without any adverse effects on park resources or other valid uses will be left standing. For example, a cabin used for occasional winter dog team trips or used as an occasional stop-over for local village-to-village snowmachine travel may be in this category. Such cabins will be available for nonexclusive public use, including use by commercial guides, on a first-come, first-served basis or for emergency use. The National Park Service may propose to maintain some of these cabins if it is determined that they are essential for public health and safety and funding is available. Maintenance by others may be permitted by the superintendent, but no possessory interest or exclusive use rights will be acquired.

Unclaimed cabins that do not support compatible activities or that have adverse effects on park resources or other valid uses may be proposed for removal, in accordance with section 1315(d) of ANILCA and section 106 of the National Historic Preservation Act, as amended in 1980, where applicable.

For example, a cabin that regularly attracts recreational visitors to an area during a season of important subsistence use may be proposed for removal. If the National Park Service proposes to remove a cabin, public notice and congressional notification in the case of public use cabins in wilderness will be provided.

No new public use cabins are proposed in this general management plan. The construction of public use cabins is an issue that is evaluated through the planning process. New public use cabins would only be constructed after being assessed through an amendment to this plan or the preparation of a new general management plan.

Commercial Services

All commercial services in the three NPS units in northwest Alaska are currently managed under a system of commercial use licenses. Commercial use licenses are issued annually to any applicant who proposes to provide commercial services on federal lands within a park unit, if the commercial services provided are "necessary and appropriate" to the use and conservation of the park unit. Stipulations for conducting commercial services are contained in each commercial use license for the purpose of ensuring protection of park resources and other uses occurring within park units (for example, subsistence uses), as well as ensuring visitor safety. Each license holder is required to submit a yearly report describing the types of services provided, the number of clients served, the dates when services were provided, and the areas of the park unit where services were provided. An annual fee is charged for each commercial use license issued. Twenty-eight companies were issued licenses in 1984 for providing services within Kobuk Valley National Park.

The National Park Service will continue to manage commercial services within Kobuk Valley National Park during the life of this plan by employing the present commercial use license system. This system allows for the provision of commercial services to the public with minimal associated management costs to the provider of services and to the government, while containing mechanisms for the protection of the park's resources and other uses. The superintendent will continue to determine what commercial services are necessary to public use and enjoyment of the park and also what services are appropriate, based on the legislatively stated purposes of the park.

If, during the projected 10-year life of this plan, commercial services need to be limited in number or be more strictly regulated to prevent unacceptable impacts on the resources or other uses of the park, a concession permit system will be instituted. Under a concession permit system, a numerical limit is placed on the providers of one or more commercial services offered within the park unit. For instance, it may be determined that three river-running companies can adequately accommodate the demand for these services within the park unit. Three concessioners would then be selected on the basis of their ability to furnish adequate services and to operate in a manner that is compatible with the purposes of the park.

A commercial services survey may be conducted by the National Park Service during the projected 10-year life of this plan, if it was believed that park resources were being adversely impacted by commercial services or that the public was being inadequately served. Such a survey would assess the quality of commercial services provided to the public in the park, the impacts of commercial services on resources and other park uses, and whether there are public needs that are not being satisfied by existing commercial services.

Section 1307 of ANILCA provides that people who were providing visitor services on or before January 1, 1979, in any conservation system unit established by ANILCA, under certain conditions, will be permitted to continue providing such services. Section 1307 also specifies that in selecting people to provide any type of visitor service (except sport fishing and hunting guiding activities) for any conservation system unit, preference shall be given to affected native corporations and local residents. Because no limitations are currently being imposed on the numbers or types of commercial services within the park, and no such limitations are proposed in this plan, no rights of preferences are currently being exercised.

Subsistence Management

One of the purposes of ANILCA is to provide the opportunity for local, rural residents engaged in a subsistence way of life to continue to do so, consistent with management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each conservation system unit is established (ANILCA, Section 101(c)). Section 201(6) of ANILCA permits local residents to engage in subsistence uses within Kobuk Valley National Park, in accordance with the provisions of title VIII of ANILCA.

Title VIII of ANILCA addresses subsistence management and uses. Section 802 presents the subsistence policy of ANILCA. This section states that, consistent with sound management principles and the conservation of healthy populations of fish and wildlife, the use of public lands in Alaska is to cause the least adverse impact possible on rural residents who depend on subsistence use of the resources of such lands; that nonwasteful subsistence uses of fish and wildlife and other renewable resources on the public lands shall be given preference over other consumptive uses; and that federal land managing agencies, in managing subsistence activities and in protecting the continued viability of all wild renewable resources, shall cooperate with adjacent landowners and land managers.

Section 805(d) of ANILCA directs that the secretary of the interior shall not implement portions of the subsistence provisions if the state of Alaska enacts and implements subsistence preference laws that provide for the taking of fish and wildlife on federal lands for subsistence purposes, and which are consistent with the other applicable sections of ANILCA. The state did enact a law that meets the above criteria within the specified time. Consequently, the state of Alaska's fisheries and game boards set the bag limits, methods of take, the seasons of take and other factors related to the taking of fish and wildlife for subsistence purposes within Alaska, including the park units. Insofar as state laws and regulations for the taking of fish and wildlife are consistent with the provisions of ANILCA and the applicable

federal regulations, the state shall continue to regulate subsistence harvests of fish and wildlife within the park units.

Sections 805 and 808 of ANILCA authorize the establishment of subsistence advisory councils and subsistence resource commissions, respectively. The councils and commissions have been established and are executing their duties as defined by ANILCA. The regional subsistence advisory councils currently advise on subsistence matters on both federal and state lands.

Section 808 of ANILCA states that

the Secretary and the Governor shall each appoint three members to a subsistence resources commission for each national park or park monument within which subsistence uses are permitted by this Act. The regional advisory council established pursuant to section 805 which has jurisdiction within the area in which the park or park monument is located shall appoint three members to the commission each of whom is a member of either the regional advisory council or a local advisory committee within the region and also engages in subsistence uses within the park or park monument. Within eighteen months from the date of enactment of this Act, each commission shall devise and recommend to the Secretary and the Governor a program for subsistence hunting within the park or park monument. Such program shall be prepared using technical information and other pertinent data assembled or produced by necessary field studies or investigations conducted jointly or separately by the technical and administrative personnel of the State and the Department of the Interior, information submitted by, and after consultation with the appropriate local advisory committees and regional advisory councils, and any testimony received in a public hearing or hearings held by the commission prior to preparation of the plan at a convenient location or locations in the vicinity of the park or park monument. Each year thereafter, the commission, after consultation with the appropriate local committees and regional councils, considering all relevant data and holding one or more additional hearings in the vicinity of the park or park monument, shall make recommendations to the Secretary and the Governor for any changes in the program or its implementation which the commission deems necessary.

The Secretary shall promptly implement the program and recommendations submitted to him by each commission unless he finds in writing that such program or recommendations violates recognized principles of wildlife conservation, threatens the conservation of healthy populations of wildlife in the park or park monument, is contrary to the purposes for which the park or park monument is established, or would be detrimental to the satisfaction of subsistence needs of local residents. Upon notification by the Governor, the Secretary shall take no action on a submission of a commission for sixty days during which period he shall consider any proposed changes in the program or recommendations submitted by the commission which the Governor provides him.

The commission for Kobuk Valley National Park is proceeding with the formulation of a subsistence hunting program. If any of the recommendations of the commission, which are accepted by the secretary of the interior, are in conflict with components of the general management plan, land protection plan, or other park planning documents, these planning documents will be amended or revised to incorporate the commission's recommendations.

Section 810 of ANILCA requires the heads of federal agencies to evaluate the effects on subsistence uses of any proposed land withdrawal, reservation, lease, occupancy, use, or other disposition of federal lands. These evaluations will be conducted by the National Park Service for all such actions. A section 810 evaluation for this plan is contained in appendix F.

Section 814 directs the secretary of the interior to prescribe regulations, as necessary and appropriate, to implement title VIII of ANILCA. Regulations that implemented the provisions of ANILCA, including title VIII, became effective on June 17, 1981, following a public comment period on proposed regulations. These regulations (36 CFR 13) address numerous aspects of subsistence management and uses within park units in Alaska, including determination of which rural residents qualify to engage in subsistence activities in park units, what means and methods of access may be used in conducting subsistence activities, what laws and regulations apply to the taking of fish and wildlife for subsistence purposes, subsistence use of trees, and how and under what conditions subsistence uses may be temporarily terminated. Residents of the following communities are authorized by 36 CFR 13.69(a)(1) to engage in subsistence activities in Kobuk Valley National Park: Ambler, Kiana, Kobuk, Kotzebue, Noorvik, Selawik, and Shungnak. Section 13.69(a)(2) of these regulations defines "customary trade" for Kobuk Valley National Park to include "the exchange of furs for cash, $\frac{1}{4}$ and the selling of handicraft articles made from plant materials taken by local rural residents of the park area" (see appendix A for the complete regulations). These regulations are subject to refinement and change as better understandings of the requirements of subsistence uses in the park units and its management are attained.

Subsistence Management Plan. The National Park Service will prepare a subsistence management plan for Kobuk Valley National Park to provide additional clarification in the management of subsistence uses. This plan will address the major topics related to management of subsistence, such as timber cutting, shelters and cabins, trapping, resident zones, access, acquisition of resource and user data, resolution of user conflicts, and possible closures. The approved subsistence hunting program of the subsistence resource commission will be a primary component of the subsistence management plan. The subsistence management plan will incorporate the approved subsistence hunting program of the subsistence resource commission, and will be revised as necessary to incorporate any future revisions to the approved subsistence hunting program.

The subsistence management plan will be developed in cooperation with all affected parties, including the state of Alaska, and the appropriate regional advisory councils and subsistence resource commission. Following adequate notification, a draft plan will be available for public review and comment

for a minimum of 60 days prior to its approval. Significant revisions to the plan require the same public involvement procedures.

The following items, among others, will be elements of the subsistence management plan for Kobuk Valley National Park:

Timber. Section 13.49 of the interim regulations governs the use of forest resources for subsistence purposes within the park units. As specified in these regulations, cutting of live, standing trees with a diameter greater than 3 inches requires a permit. Cutting of live, standing trees of less than 3 inches in diameter, and cutting of dead or down trees, requires no permit. Currently, the National Park Service is requiring that all trees cut within Cape Krusenstern National Monument and Noatak National Preserve be used within these units. This policy does not apply to Kobuk Valley National Park, and cut trees can be taken out of the park by qualified subsistence users. The National Park Service will devise means by which permits for cutting live, standing trees of greater than 3 inches in diameter will be as easy as possible to obtain.

Resident Zones. The National Park Service will periodically carry out surveys of the resident zone communities for the park units where subsistence is authorized, to determine if significant changes have occurred in the makeup and character of such communities, in accordance with section 13.43 of the regulations. The Park Service will consult with the subsistence advisory council, subsistence resource commissions, and other interested people before and during such surveys. Resident zone communities that do not meet the criteria contained in ANILCA and the regulations will be deleted from resident zone status, following completion of the proper regulatory procedures. Individuals within these communities who have customarily and traditionally (as defined in title 5, chapter 99 of the Alaska Administrative Code) engaged in subsistence uses within park units will be issued subsistence permits, allowing these individuals to continue to engage in these activities in parks or monuments where subsistence use is permitted.

Requests were made during the public comment period on the draft general management plan (summer 1985) to have other communities in northwest Alaska added as resident zone communities for Kobuk Valley National Park, so that all the people of the region could engage in subsistence harvests within the park without a permit. This recommendation will be relayed to the park's subsistence resource commission for possible inclusion in the subsistence hunting program.

Shelters and Cabins. Section 1303(a)(4) of ANILCA authorizes the secretary of the interior to issue permits for the use, occupancy, construction, and maintenance of new cabins or other structures if the secretary determines that the use is necessary to reasonably accommodate subsistence uses.

Trapping. A trapping monitoring program will be instituted to gather necessary data and measure impacts on the resources of the park. This program will build on past efforts to identify trapping areas and

persons engaged in this activity. The program will address trapping methods, harvest levels, the role of trapping in the local economy, the cultural implications of trapping, and other pertinent topics. The information acquired will be used to develop guidelines for the management of trapping within the park unit, as necessary. Congress intends that ". . . trapping or any other customary trade practice within parks and monuments . . ." are not intended ". . . to be or become a solely or predominantly commercial enterprise beyond its traditional role as part of the subsistence regimen" (Federal Register, vol. 46, no. 116, June 17, 1981, Rules and Regulations). The National Park Service will work with the state of Alaska in monitoring the "customary trade" aspect of subsistence (including trapping) and will promulgate regulations consistent with the intent of title VIII of ANILCA (Senate Report 96-413, p. 234).

Access. Access to subsistence resources is provided for in section 811 of ANILCA which states:

(a) The Secretary shall ensure that rural residents engaged in subsistence uses shall have reasonable access to subsistence resources on the public lands.

(b) Notwithstanding any other provision of this Act or other law, the Secretary shall permit on the public lands appropriate use for subsistence purposes of snowmobiles, motorboats, and other means of surface transportation traditionally employed for such purposes by local residents, subject to reasonable regulation.

Authorized means of surface access for subsistence uses in Kobuk Valley National Park are snowmachines, motorboats, and dog teams, and they are governed by existing regulations (36 CFR 13.46). If another means of surface access is shown to have been traditionally employed in the park for subsistence purposes, it may be permitted subject to reasonable regulations. The existing regulations contained in 36 CFR 13.46 do not allow for transportation modes other than snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed. Any additional information about traditional means will be reviewed on a case-by-case basis.

The legislative history of ANILCA indicates that it was not Congress' intention to foreclose the use of new or presently unidentified means of surface transportation (Senate Report 96-413, p. 275). New modes of access that are developed and implemented for general use in rural Alaska and originate from technological advances which cannot be shown to have been traditionally employed may be allowed in the future for subsistence purposes under circumstances that prevent waste or damage to fish, wildlife, or terrain and would not degrade other park resources or values. The effect of new technology on areas and intensity of subsistence use would also need to be addressed.

The use of ORVs for subsistence is not allowed because the use has not been shown to be a traditional means of access. Any new information related to the traditional use of ORVs for subsistence gathered by the National Park Service or provided by others will be reviewed for consistency with ANILCA.

The use of aircraft as a means of access to areas within the park for purposes of taking fish or wildlife for subsistence purposes is prohibited except in cases of extraordinary hardship, when a permit may be granted by the superintendent pursuant to 36 CFR 13.45. In allowing for exceptions to the ban on aircraft use for subsistence activities, the legislative history of ANILCA states that ". . . these types of situations are the exception rather than the rule and that only rarely should aircraft use for subsistence hunting purposes be permitted within National Parks, National Monuments and National Preserves" (Congressional Record-House, November 12, 1980, p. H 10541).

General provisions for access are summarized in appendix I.

Subsistence Resource Commission. The National Park Service will offer all possible assistance to the subsistence resource commission for Kobuk Valley National Park. When a subsistence program is recommended by the commission and accepted by the secretary of the interior, it will be incorporated into the subsistence management plan. The subsistence management plan will be modified as necessary to be in agreement with the commission's accepted program.

Although the subsistence resource commission's primary responsibility is to formulate a subsistence hunting program, the National Park Service will consult with the commission, whenever possible, on all substantive matters relating to subsistence uses.

Section 810 of ANILCA. The National Park Service will evaluate all management actions in terms of their potential impacts on subsistence activities, as required by section 810 of ANILCA.

Carrying Capacity

The National Park Service "Planning Process Guideline" (NPS-2) requires that the carrying capacity of the park be addressed in the general management plan. Additionally, the National Park Service "Management Policies" require that the Service "carefully plan and regulate the use of the parks so that park resources are perpetuated and maintained unimpaired for the enjoyment of future generations." The policies go on to state that "the Service will, whenever necessary, regulate the amount and kind, and time and place, of visitor use in the parks. Such limitation would be fully explained to those affected and would be based upon adequate study and research."

Carrying capacity is the ability of natural and cultural resources to withstand human use without incurring unacceptable change or deterioration. Experience with this concept by the Park Service has shown that for any given system or area, no intrinsic threshold exists beyond which deterioration is inherently unacceptable. Indeed, any area can receive additional use if

greater impacts or changes are considered acceptable, and if such impacts or changes remain within the general limits set by Congress for the particular park unit. Thus, establishing a carrying capacity requires a thoughtful blending of management objectives, the perceptions of park users, and knowledge of park resources and impacts.

The park is expected to receive light visitation during the life of this plan, and the potential for degradation of the resources appears to be insignificant. However, monitoring of resources and scientific research will be performed in the park. If levels of human use appear to be compromising or have the potential for compromising the quality of the resources of the park, a carrying capacity study will be conducted at that time, and limitations on use of the park will be instituted, if necessary.

For example, the Park Service may find that expanding use at a certain point along the river corridor is causing impacts that appear to be inconsistent with the legislative requirement of maintaining the environmental integrity of the natural features of the Kobuk River Valley (ANILCA, section 201). Heavy localized use may be causing trampling of vegetation and the emergence of a network of trails, increased human/wildlife interactions, or unacceptable impacts on the visitor experience. In this case a study would be designed to identify specific limits for human use within this area of the park. Such a study could examine changes in wildlife populations and amounts of localized loss of vegetation. The study could result in limitations on human use in a portion of the park.

Information obtained through the research contained in the park's resource management plan will be an important component in any future carrying capacity study that seeks to identify unacceptable impacts.

Closures

The entire park is open to fixed-wing aircraft landings, camping, carrying firearms, and other uses, as described in ANILCA and federal regulations (43 CFR 1.5, 13.30, and 36.11(f)(1)). The park superintendent has the authority to prohibit or restrict these uses in accordance with the provisions of the closure procedures. If it is determined that restrictions or closures are required for resource protection, maintenance of public health and safety, or other management considerations necessary to ensure that the park is being managed and used in a manner compatible with the purposes for which the park was established, closure procedures will be initiated. Permanent closures must be published in the Federal Register, have a minimum public comment period of 60 days, and be accompanied by public hearings. Emergency and temporary closures may also be imposed by the superintendent under certain conditions. Examples of possible closures could include prohibition of recreational use in areas of intense subsistence harvests or closure to aircraft landings in areas of sensitive wildlife resources.

A permanent closure on all pack animals, with the exception of dogs, is proposed in this plan (see the "Access and Circulation" section in this chapter).

The park staff has compiled a list of permit requirements and discretionary closures (see appendix G). This list is intended to aid the public in understanding the requirements for public use of the park and the existing closures in the park.

RIVER MANAGEMENT

Kobuk Valley National Park contains several medium-sized rivers (40 to 70 miles long), which flow from the Baird Mountains south to the Kobuk River. One of these rivers, the Salmon River, has been congressionally designated as a wild river. The Kobuk River flows across about 75 miles of the southern portion of the park. These and other rivers are vital resources and are the primary corridors of human use in the park, both for subsistence and recreation.

The Salmon River: Wild River Management

Mandates for Management. Section 601 of ANILCA designated the Salmon River within Kobuk Valley National Park as a component of the national wild and scenic rivers system. The designated portion of the river encompasses approximately 70 river miles from the headwaters of the Salmon River in the Baird Mountains to the confluence with the Kobuk River.

Section 605 of ANILCA directs that the Salmon River be administered as a wild river pursuant to the Wild and Scenic Rivers Act, as amended (16 USC 1274(a)).

Management Plan. Section 605(d) of ANILCA directs that a management plan for each designated river be developed in accordance with provisions of the Wild and Scenic Rivers Act. For those designated rivers within national park areas, this is being done as a part of the general management plan for the park area in which the river is located.

Because mandates for management of Kobuk Valley National Park meet and are compatible with the management standards established by the Wild and Scenic Rivers Act, establishing river corridor boundaries within a national park would serve no useful management purpose and will not be done for the Salmon River within Kobuk Valley National Park.

River management has been integrated into the general management plan with other aspects of visitor use and resource management for the park. As conditions warrant, for example, increases in visitor use resource degradation, a river management plan may be developed to address specific problems that arise along the Salmon River.

Access to the Salmon River. Section 201(6) of ANILCA directs that

Except at such times when, and locations where, to do so would be inconsistent with the purpose of the park, the Secretary shall permit aircraft to continue to land at sites in the upper Salmon River watershed.

Fixed-wing aircraft are permitted to land anywhere in the Salmon River watershed, as well as throughout the entire park. Good landing sites are known to exist on gravel bars along the river from the point where the river passes out of the Baird Mountains (bottom of township 23N 5W KRM) to its confluence with the Kobuk River. There may also be bars suitable for landing small, fixed-wing aircraft farther upriver along the Salmon, but no suitable bars have been definitively identified to date. It is reported that tundra-covered ridges in the upper Salmon River watershed provide suitable landing sites for small and medium-sized, fixed-wing aircraft. Twin-engine aircraft have reportedly landed on ridges in this area.

The landing of helicopters for recreational use is currently prohibited within the park; however, the superintendent is authorized to designate helicopter landing sites in the park and to issue permits for helicopter use of the sites (43 CFR 36.11 (f)(4)). No such landing sites have been designated to date, and no permits have been issued for recreational purposes. The National Park Service does not intend to permit the use of helicopters for access to the Salmon River because of the availability of fixed-wing aircraft access, and the concerns of local residents about the effects of helicopters on wildlife and subsistence activities.

It has been established that the upper reaches of the Salmon River are generally not suitable for watercraft, even canoes, kayaks, or rafts, because of insufficient depth of water under normal water conditions. The upper portion of the river, from the headwaters to about the mid-length of the river (the Nikok River confluence) is characterized by alternating pools and shallow riffles. The Bureau of Outdoor Recreation in 1975 determined that "During low water levels navigating by rafts is limited to below the Nikok River confluence...to avoid considerable damage to boats" (BOR 1975).

This assessment is in agreement with another Bureau of Outdoor Recreation inspection in 1973 and two NPS inspections in 1984. Due to the effects of low water levels on the "floatability" of the Salmon River, any fixed-wing landing sites for the purpose of providing access for "floating" the river should be located at or below the Nikok River confluence.

The National Park Service will further investigate natural, fixed-wing landing sites (gravel bars and suitable stretches of the river for landing of float-equipped aircraft) between the Nikok River confluence and the bottom of township 23N 5W KRM. Information about natural landing sites will be made available to the public to facilitate public access to the Salmon River.

An aircraft landing strip will be designated on a natural landing site along the Salmon River in the general vicinity of the Nikok River confluence, if necessary to provide safe access for those desiring to float the river. At such a designated landing strip, park users will be authorized to use hand tools to maintain the strip and may be authorized to use mechanized tools for maintenance in accordance with a permit issued by the superintendent. If no natural landing site is available and demand exists for an aircraft landing strip for access to the Salmon River, the National Park Service will study the feasibility of constructing a backcountry airstrip to safely accommodate small fixed-wing aircraft. Any such landing strip will have to provide ready access to the river, yet not impair the character of the wild river or the

wilderness setting of the area (Congressional Record-House, November 12, 1980, H10536). The construction of an aircraft landing strip will require preparation of an amendment to this general management plan.

Access for hiking in the upper reaches of the Salmon River watershed will continue to be available through landing of fixed-wing aircraft on tundra ridges.

PARK OPERATIONS

Staffing

The three park units in northwest Alaska will continue to be administered by one superintendent stationed in Kotzebue. Most of the permanent staff of these park units will also continue to be stationed in Kotzebue. The pooling of staff for these three park units in this regional center will continue for the purpose of efficiency of management, as a number of specialists will be able to divide their time among the three park units. However, to have one person particularly knowledgeable about and responsible for each of the park units in northwest Alaska, unit managers will be assigned to Kobuk Valley National Park, Noatak National Preserve, and Cape Krusenstern National Monument.

The total staff will consist of the following:

<u>Permanent</u>	<u>Existing Position</u>	<u>Position</u>
Superintendent	X	
Chief Ranger	X	
Unit Manager (Kobuk)		X
Unit Manager (Noatak)		X
Unit Manager (Krusenstern)		X
Headquarters Ranger	X	
Maintenance Worker		X
Biologist		X
Resource Management Specialist	X	
Cultural Resource Specialist		X
Interpretive Specialist		X
Administrative Technician	X	
Receptionist*	X	
<u>Less Than Full Time</u>		
Park Rangers	X (8 per season)	
Biological Technicians	X (5 per season)	
Resource Technicians*	X (10 per season)	

*Existing positions filled under local hire provisions

Of this total staff, the following personnel will be assigned to work exclusively within Kobuk Valley National Park:

1 Unit Manager	Permanent
2 Park Rangers	Seasonals
2 Resource Technicians	Seasonals

The National Park Service will hire qualified local residents for seasonal and permanent staff positions and will continue to have the goal of hiring at least half the seasonal staff from northwest Alaska. The cooperative education program and other training programs will be used to provide local residents with necessary training for advancement. This policy is in conformance with section 1308 of ANILCA.

Administrative Facilities

Kotzebue Facilities. Over 10,000 visitors passed through the National Park Service visitor contact station and NANA museum in Kotzebue during each of the summers of 1983 and 1984. The staff of the three park units administered out of Kotzebue has grown from two permanent employees in 1980 to seven permanent employees in 1985; the number of seasonal employees and the operational requirements have grown proportionally. The permanent staff of these three park units will increase to 13 during the 10-year life of this plan.

The National Park Service operations in Kotzebue have outgrown the facilities secured in 1982. More space is needed for visitor contact and information, storage of artifacts and exhibits, administrative functions, and aircraft and boat storage, and maintenance. The scarcity and high cost of housing in Kotzebue make it desirable for the National Park Service to provide housing for seasonal employees stationed in Kotzebue or on temporary assignments in Kotzebue, for lower-salaried permanent employees, and for new permanent employees on a short-term basis, until they can locate private housing.

Sharing facilities with other agencies is a possibility. These agencies include the U.S. Fish and Wildlife Service, the Alaska Department of Public Safety, the Alaska Department of Fish and Game, and other federal and state agencies.

The following facilities are proposed for park operations:

Visitor Contact Station (see "Public Facilities" section).

Administrative Offices. Administrative offices will accommodate up to 13 permanent National Park Service employees and several seasonal employees. A small conference room, library, lab, and storage area will be provided. It is estimated that the administrative office for the National Park Service will have 3,000 square feet of floor space.

Housing. The scarcity and high price of housing in Kotzebue make it extremely difficult for seasonal employees who are not Kotzebue residents to secure housing during the summer season. Up to 23 seasonal employees will be working during the summer in park units in northwest

Alaska in the next few years. These employees will be stationed either in Kotzebue for the summer or are occasionally required to visit the NPS headquarters in Kotzebue for training or other official functions; these personnel will need housing while in Kotzebue. Lower-salaried permanent employees generally will be unable to obtain adequate housing in Kotzebue because of high costs. Additionally, it is very difficult for new, higher-salaried, permanent employees to quickly find housing to rent or buy, and therefore they need to have temporary housing available to them while locating their own housing.

One 5,000-square-foot four-plex housing unit is scheduled for construction in the summer of 1987. The housing unit will be occupied by permanent and seasonal employees. This four-plex unit will be located within the residential sections of Kotzebue, not in a separate enclave. The unit will have approximately 5,000 square feet of floor space.

Storage and Shop Space. The National Park Service will lease, purchase, or construct space for equipment storage and shop requirements. Approximately 6,000 square feet are required for equipment storage and a workshop.

Aircraft Hangar. Operation of the park units in northwest Alaska involves regular and extensive aircraft use because the park units are far-removed from Kotzebue, and no road system exists within the region. An aircraft hangar is needed to house the park aircraft. A hangar will allow better protection and maintenance of the park aircraft and will make it possible to use aircraft on shorter notice in case of emergencies during periods of cold weather (nine months of each year). This hangar will have approximately 3,000 square feet of floor space and a loft. It will have the capacity to house three aircraft. There should be a floatplane dock and ramp and a paved aircraft parking area in front (approximately 4,000 square feet). This facility may be shared by the National Park Service, the U.S. Fish and Wildlife Service, and the Alaska Department of Public Safety.

Unit Manager Facilities. A unit manager position will be established for Kobuk Valley National Park. The person in this position will be responsible for management of the park and will report to the superintendent for the three park units managed from Kotzebue.

The Draft General Management Plan for Kobuk Valley, published in April of 1985, proposed to locate the unit manager in Ambler. Ambler residents objected, during two public meetings in the village, to having the unit manager stationed in Ambler. Consequently, the unit manager for the park will be stationed in Kotzebue.

However, there are certain advantages in eventually having the unit manager reside in a village in the vicinity of the park, particularly the village of Ambler. The person responsible for management of the park would have a greater understanding of the park resources and the concerns and needs of the local people who use the park for subsistence and other activities. Additionally, local people, who may need to obtain information or permits

from the National Park Service for some uses, would be able to do so more conveniently and quickly with a locally stationed employee. One permanent park employee would be able to be the local contact for Kobuk Valley National Park, Noatak National Preserve, and Gates of the Arctic National Park and Preserve.

For these reasons the National Park Service will continue discussions with the residents of Ambler regarding the placement of a permanent employee in the village. The National Park Service recognizes the sensitivities and concerns in the village regarding this matter, and that a ranger station in the village may never be desirable to the residents of Ambler. The National Park Service will only station a permanent employee in Ambler with the consent of its residents.

Park Facilities. The following facilities will be sited within the park:

Facilities on the Eastern End of the Park. The National Park Service will operate a seasonal ranger station on the eastern side of the park, in the vicinity of Onion Portage. This station will be staffed by one or two seasonal employees during the summer and fall. The station will serve to facilitate public contact, resource monitoring, search and rescue, law enforcement, and protection and interpretation of Onion Portage and other archeological sites. If it becomes necessary to close the Onion Portage area to recreational use during the height of the subsistence caribou hunt in the late summer and fall, NPS personnel will be available on-site to enforce such a closure.

The Draft General Management Plan (April 1985) proposed to establish a ranger station in the Onion Portage area by rehabilitating the Kennicott cabin. During public meetings on the draft general management plan in Ambler and Kiana, concerns were raised about possible negative effects of establishing a ranger station on the north side of the Kobuk River in the Onion Portage area. Local residents were concerned that using the Kennicott cabin as a seasonal ranger station could affect the fall migration of caribou across the Kobuk River in ways that would negatively affect subsistence caribou hunting. Residents of Ambler and Kiana expressed preference to have any seasonal ranger station located on the south side of the Kobuk River.

For the reasons cited above, the National Park Service prefers to locate a seasonal ranger station on the south side of the Kobuk River in the Onion Portage area and will investigate the feasibility of siting and constructing a small ranger station on the south side of the river. If feasible, the ranger station will be located on the south side of the river. However, if it is determined that the ranger station cannot feasibly be sited on the south side of the river the National Park Service will further pursue establishing the ranger station at the Kennecott cabin. If the Kennecott cabin is used for this purpose, it will be rehabilitated and made suitable for summer and fall use for public contact and employee housing. To determine if the use and occupancy of the Kennicott cabin as a seasonal ranger station is causing any adverse effect on caribou migrations or subsistence hunting of caribou, the National Park Service will consult with the Alaska

Department of Fish and Game and will conduct monitoring of caribou use of the area. If it is determined that use and occupancy of the cabin causes adverse effects on caribou migrations or subsistence hunting, use of the cabin will be modified or discontinued.

As part of the Cape Krusenstern land exchange (act of September 25, 1985, Public Law 99-96), the National Park Service acquired a use and occupancy easement for a 5-acre site in the Onion Portage area.

Facilities on the Western End of the Park. A seasonal ranger station will be established along the Kobuk River downstream from the mouth of the Kallarichuk River. One or two seasonal rangers will be stationed at this facility during the summer and fall. The facility will also be used occasionally during the winter in conducting patrols. The station will serve to facilitate public contact, resource monitoring, protection and interpretation of natural and cultural resources, search and rescue, and law enforcement.

To the extent that is practical and desirable, the National Park Service will locate the above facilities on native-owned lands (ANILCA, section 1306). The ranger station in the Onion Portage area will be located on NANA Regional Corporation lands.

Management Zoning

The National Park Service will not designate management zones until further studies produce more definitive information on the resources of the park. Management zones (for example, development zones, natural zones, and cultural zones) specify management emphasis for designated areas within park units.

Boundary Marking

The eastern and western boundaries of the park, where they cross the Kobuk River, will be marked so that people on the river know when they are entering or leaving the park. The materials and the form of the boundary markers will be consistent with local custom.

Communications

To broaden the coverage of radio contact within the national park units, two automated radio repeater stations have been set up in the park units in northwest Alaska. One of these repeaters is on Mount Angayukaqsraq within Kobuk Valley National Park. Hand-held radios will continue to be used in the park unit by park employees.

Search and Rescue

The National Park Service will continue to initiate search-and-rescue operations within the park when human life or limb is in danger. The National Park Service will remain an active member of the NANA Search-and-Rescue Group, which coordinates search and rescue efforts in the region.

Involvement of Local People in Park Management

Congress intended that the people of the region be involved in management of the park (Senate Report 96-413, p. 151). Involvement of local people in management of the park is provided for in various sections of this chapter. The National Park Service is committed to local hire of staff, local involvement in management of cultural resources and subsistence (through subsistence resource commission), and in interpretation (through the proposed interagency visitor contact station in Kotzebue).

In addition to these methods of involving local people in the management of the park, the National Park Service will conduct annual meetings in the villages most directly affected by the park units in northwest Alaska. Meetings will be held in the villages of Ambler, Kiana, Noatak, Kivalina, and Kotzebue. The meetings will be adequately announced in advance so that all interested people in the villages will have an opportunity to schedule attendance at the meetings. The park staff will make presentations at the meetings on the topics of interest to local people, including current informational programs, park operations, research projects, commercial operations, planning efforts, and the land protection program. A part of the meetings will be devoted to discussion and answering of questions.

Naming of Natural Features

Numerous natural features within Kobuk Valley National Park are currently unnamed on U.S. Geological Survey topographic maps. These may include local features like creeks, mountain peaks, ridgelines, valleys, and lowlands. The National Park Service will request that the U.S. Board of Geographic Place Names leave any currently nameless features unnamed, and that when official naming of a feature is absolutely necessary, the Inupiat Eskimo name be used.

Maps for National Park Service internal purposes will bear only the official names for features (as indicated on U.S. Geological Survey maps) or the traditional and native names ascribed to them. The National Park Service may use the services of local native employees to research and develop a base map that contains the traditional native names of important features within the three NPS units in northwest Alaska.

Concurrent Jurisdiction

Public Law 94-458, section 6 states: "The Secretary shall diligently pursue the consummation of arrangements with each State, Commonwealth, territory, or possession within which a unit of the National Park System is located to the end that insofar as practicable the United States shall exercise concurrent legislative jurisdiction within the units of the National Park System." Pursuant to this legislation, the National Park Service will seek concurrent legislative jurisdiction with the state of Alaska regarding national park units in Alaska.

Cooperative Agreements

The management and operation of many aspects of Kobuk Valley National Park depend on cooperation with other agencies and organizations. Cooperative agreements have been developed and implemented to facilitate various aspects of management of the park, and additional cooperative agreements will be developed in the future. Existing cooperative agreements are listed below, followed by a list of proposed cooperative agreements:

The National Park Service and the Alaska Department of Fish and Game master memorandum of understanding, which focuses on fish and wildlife management (see appendix C).

The National Park Service and the Alaskan Air Commands Rescue Coordination Center cooperative agreement for high altitude search and rescue.

The National Park Service and the Alaska State Troopers statewide cooperative agreement for search and rescue.

The National Park Service and the NANA Search and Rescue Group for use of communication equipment when search-and-rescue activities are ongoing.

The National Park Service and the Selawik National Wildlife Refuge cooperative agreement for a shared shop in Kotzebue and for use of aircraft.

The Kobuk Planning Area Interagency Fire Management Plan, which includes the Bureau of Land Management, U.S. Fish and Wildlife Service, Bureau of Indian Affairs, Alaska Departments of Natural Resources and Fish and Game, NANA Regional Corporation, Arctic Slope Regional Corporation, and Doyon, Limited.

The National Park Service, NANA, and the Alaska Natural History Association cooperative agreement, which provides for the sale of locally made native handicrafts in the National Park Service visitor contact station in Kotzebue.

The National Park Service, U.S. Fish and Wildlife Service, and Federal Aviation Administration interagency agreement concerning aircraft overflights. This agreement sets no restrictions on overflights but provides a system for identifying and resolving conflicts between low-flying aircraft and resource values of conservation system units.

The National Park Service will seek to develop other agreements with the following agencies and organizations for the following reasons:

An agreement on timber management that would apply to Kobuk Valley National Park, Cape Krusenstern National Monument, and Noatak National Preserve. This agreement could include the National Park Service, NANA, the Kotzebue Village Corporation (KIC), the state of Alaska, Bureau of Land Management, and the U. S. Fish and Wildlife Service.

An agreement for the development and operation of a museum that would be a federal/state repository for cultural and natural materials of northwest Alaska. This museum would possibly be a branch of the Alaska State Museum. This agreement could include the National Park Service, the Alaska State Museum, the University of Alaska Museum, NANA, KIC, the city of Kotzebue and other interested agencies or groups.

Agreements with NANA and the owners of native allotments for the management of cultural resources on identified ANCSA section 14(h)(1) cemetery and historic sites, NANA lands, and NANA allotments.

An agreement for coordinated search-and-rescue activities between all members of the NANA Search-and-Rescue Group, the Alaska State Troopers, and the National Park Service.

An agreement on radio communications with the U.S. Fish and Wildlife Service, the Bureau of Land Management, and the National Park Service.

An agreement for cooperative management with the state of Alaska regarding shorelands.

An agreement for cooperative management with the state of Alaska regarding water rights.

An agreement for cooperative management with the state of Alaska regarding public uses on waterways in the park, to be pursued only if a case-by-case resolution of management issues proves unacceptable to the National Park Service and the state.

An agreement with NANA for cooperative management of ANCSA section 17(b) easements.

An agreement with NANA regarding cooperative management of approximately 9,187 acres in the Onion Portage area, because of the importance of cultural and natural resources in this area. The National Park Service will consult all interested parties, including the state of Alaska, in the formulation of this agreement. For additional information, see the land protection plan recommendation, priority group A, for NANA-owned lands in the Onion Portage area.

